

# NARRATIVE PROPOSAL

## **1. Project Area Description and Plans for Revitalization**

**1.a.i. Background and Description of Target Area:** The City of Belfast, located in Waldo County in the State of Maine, was first settled in 1770 by Scottish-Irish families from Londonderry, New Hampshire. Taking advantage of its shoreline and safe year-round harbors in Penobscot Bay, along with its abundant timber and farmland, Belfast became a vibrant, prosperous market center for the region, enjoying the rise of industries such as shipbuilding, fishing, and maritime commerce in cargoes such as hay, ice, apples, and fertilizer. As the 20<sup>th</sup> century unfolded, these maritime-related industries which created the area's early wealth fell into decline, to be replaced by the nascent potato, sardine, shoe, and poultry industries (at one point Belfast was known as the chicken capital of the world). Unfortunately, Belfast was not spared the consequences when these same industries imploded in the late 20<sup>th</sup> century. Belfast's recovery did not begin until 1995, when credit card company MBNA arrived and built a new campus; at its peak, it would employ 2,300 people. Today, the City of Belfast possesses a modest and fragile economy diversified into multiple industries including healthcare, financial services, manufacturing, arts and culture, and agriculture. Belfast continues to be Waldo County's most populous municipality, serving as its seat of government, as its service center, as a location for most of its significant employers, as a tourism hub through which people experience and explore the rest of the county, and as one of its primary points of access to Penobscot Bay.

Remaining at the epicenter for the entire duration of Belfast's cultural and industrial history has been its *downtown-waterfront district*, the target area where supplemental assessment activities are planned to be performed to continue the ongoing successful assessment, cleanup, and revitalization of brownfields. This area encompasses significant portions of both the east and west halves of the Belfast waterfront (which is divided by the Passagassawaukeag River), and it is equivalent to the combination of two adjacent census block groups located within the City of Belfast (230270430001 and 230270430003). The downtown-waterfront district has felt both the booms and the busts of the various industries that have operated in Belfast, from having served as the setting for their bustling facilities to now being the home to many known brownfields and their associated signs of distress, blight, and neglect. Nearly half (41.44%) of Belfast's residents, including members of its sensitive populations, live in proximity to these brownfields, which are in need of being cleaned up and redeveloped; in addition, many more other people also work and/or recreate near these brownfields.

**1.a.ii. Description of the Priority Brownfield Sites:** Since late 2010, when it applied for its first Environmental Protection Agency (EPA) Brownfields Assessment Grant, the City of Belfast has developed and maintained an extensive inventory of potential brownfields. In the downtown-waterfront district it is estimated that there are over 25 potential brownfields, alone, ranging in size from 0.1 acres to 10 acres, resulting in more than 100 acres of potential brownfields within the target area itself.

These brownfields include former: churches, dry cleaners, garages, gas stations, grain storage facilities, marinas, manufacturing facilities, boat service yards, oil storage facilities, opera houses, restaurants, scale yards, and schools; as well as current: automobile dealers and repair facilities, banks, convenience stores, , food processing facilities, hospitals, laundromats, libraries, public works facilities, vacant land parcels, and warehouses. In most cases the extent of contamination at these sites is unknown, which poses an environmental stigma and an impediment to redevelopment, and has left a vast blighted industrial and commercial landscape along the downtown-waterfront district. Belfast's priority brownfield sites, which possess potentially both the greatest concerns of contamination (both hazardous substances- and petroleum-contaminated) and the greatest potential benefit from redevelopment, and which all but one (the Penobscot McCrum cold storage facility) are located adjacent to a body of water and/or in a federally designated flood plain, are the following:

**Former Hiram E. Peirce Mill, Perkins Shipyard, and Central Maine Power Substation (comingled hazardous substances and petroleum):** this cluster of parcels at the mouth of the Goose River has historically (late 19<sup>th</sup> century) included ice houses, grist and plaster mill operations, a shipyard, a dam, and more recently, an electrical substation. This cluster of waterfront parcels may contain contamination from solvents, hydraulic oils, PCB-containing mineral oils and other hazardous substances utilized during historic operations, existing or former underground/aboveground fuel storage tanks (USTs/ASTs), hazardous building materials (lead paint, asbestos, and universal waste), and/or urban fill.

Penobscot McCrum processing facility (comingled hazardous substances and petroleum): this facility is currently in use, but not at its highest and best use. The property is perceived to contain contamination from its long industrial history, which included fertilizer production and chicken processing (which often required chlorinated systems), its ammonia-based refrigeration system (it may still be causing contamination), hazardous building materials (asbestos and lead paint), potential former underground storage tanks (USTs), and urban fill.

Penobscot McCrum cold storage facility (hazardous substances): this facility is currently in use, but not at its highest and best use. This property may contain contamination from its ammonia-based refrigeration system (it may still be causing contamination), hazardous building materials (lead paint, asbestos, and universal waste) and urban fill. (Though this property is not located adjacent to a body of water or in a federally designated flood plain, it is located approximately only 200 feet from the shoreline.)

Former Consumers Fuel Company Garage and Marina (petroleum): this property possesses a long industrial history stretching back to at least 1884, having operated at various times as a general wharf, a bulk coal and fuel oil storage and distribution facility, and more recently, until its sale in 2017, as a marina and a fuel delivery truck storage and facility for the Consumers Fuel Company. This property may contain contamination due to its use up into the mid-20<sup>th</sup> century for the storage and transfer of petroleum-based fuels and other petroleum products, underground/aboveground storage tanks (USTs/ASTs).

Former French & Webb Custom Boat Builders facility (hazardous substances): this was previously utilized as a custom boat building workshop, and may contain contamination from historic use of various solvents, epoxies, lacquers, and other hazardous substances during boat building operations, existing or former underground/aboveground storage tanks (USTs/ASTs, hazardous building materials (lead paint, asbestos, and universal waste), and/or urban fill.

As evidenced by our prior Phase II investigations conducted at other brownfield sites located within the downtown-waterfront district, including the former Belfast Boatyard property, the Maskers' Theater property, the Front Street parking lot and right-of-way, 40 Main Street, and the Home Supply Center property, these abandoned commercial and industrial properties have typically left behind elevated levels of volatile organic compounds, heavy metals, and petroleum contamination in soils, groundwater, and soil vapor. Several of the investigation on these prior brownfields have also shown that contaminants are leaching contamination into the ground, groundwater, and into the surface waters of Penobscot Bay, Passagassawaukeag River, Goose River, and Upper Mason Pond waterways, via storm runoff and groundwater migration, exacerbated by Belfast's steep topography, where it is potentially degrading water quality and habitats for fish and other animals. Also, many Belfast residents are served by private water wells, which may be or could be contaminated due to nearby brownfields (although they have not been fully investigated yet).

#### **1.b.i. Redevelopment Strategy and Alignment with Revitalization Plans:**

Penobscot McCrum processing facility: while this facility is currently in use, it is not at its highest and best use, which would likely include housing (it enjoys adjacency to both the *Belfast Harbor Walk*, a 0.7 mile waterfront pedestrian walkway, and the *Belfast Rail Trail Along the Passagassawaukeag*, a 2.2 mile non-motorized recreational trail) or as a site to accommodate expansion of the adjacent Front Street Shipyard.

Penobscot McCrum cold storage facility: this facility is currently in use, but not at its highest and best use and has been considered by several developers as a 50-room or greater hotel development, due to its central location, waterfront views, and its proximity to the *Belfast Harbor Walk*.

Former Hiram E. Peirce Mill, Perkins Shipyard, and Central Maine Power Substation: the highest and best use for this site would be a marine-dependent business that can effectively utilize the prevalent water access, such as aquaculture, with a complementary use as a public park, as there currently exists none on this side of Belfast.

Former Consumers Fuel Company Garage and Marina and Former French & Webb Custom Boat Builders facility: the redevelopment plan for these two sites, which are adjacent and under the same ownership, includes the relocation of the United Farmers Market of Maine (occupying 13,800 square feet), two new 100-120-seat restaurants, two new small retail spaces, a tripling of the marina's capacity by adding a second pier and additional floats that will add 65 berths, the addition of 64 parking spaces, and a potential future hotel development; the redevelopment (excluding the hotel) is estimated to cost \$3,000,000.

The redevelopment plans for these priority sites are aligned with several of the local community's (City of Belfast's) land use and revitalization plans, and the City of Belfast, openly recognizing the value of these sites, has taken several proactive steps to support their redevelopment. The City of Belfast, consistent with its adopted Future Land Use Plan (Comprehensive Plan), has incorporated measures into its zoning and shoreland ordinances for a portion of its working waterfront area that includes three aforementioned priority sites (the Penobscot McCrum processing facility, the former French & Webb Custom Boat Builders facility, and the former Consumers Fuel Company Garage and Marina), principally the use of contract rezoning, in recognition that flexibility in applying regulatory and dimensional standards will likely be needed to foster the redevelopment of properties that are adversely impacted by past activities. A contract rezoning agreement would allow these sites to conduct certain additional uses that are not permitted on all properties located in the same zoning district, and to request flexibility in dimensional standards, such as building setbacks, building height and parking requirements. On the east side of the Penobscot Bay (where the former Hiram E. Peirce Mill, Perkins Shipyard, and Central Maine Power Substation are located), the City of Belfast has chosen to allow most properties to consider a wide range of redevelopment options. Belfast has worked hard to direct growth to where it has been successful in the past, and to imagine productive reuses for sites that are well-located, but may be compromised.

The City of Belfast's 2011 *Downtown and Waterfront Master Plan* includes recommendations for the redevelopment of an area that encompasses several of these priority sites ("The City should pursue strategies to encourage redevelopment in areas in which a majority of the existing buildings are in poor or very poor condition . . . The area along Front Street and the area near Front, Spring and Cross Streets are most in need.") and provides support for conducting brownfields assessment activities ("In the past, much of Belfast's downtown area was used to support industrial activities and numerous existing properties may be subject to some level of contamination. Pursue the use of federal/state Brownfields assessment funds to assist property owners to determine potential contamination.") Additionally, the City of Belfast's 2012 *Economic Development Plan* identified hotel development as desirable economic development: "Pursue the development of a hotel in downtown Belfast – a high-quality hotel located in downtown Belfast has the potential to allow visitors who would not otherwise stay overnight to stay here for multiple days."

**1.b.ii. Outcomes and Benefits of Redevelopment Strategy:** Conducting environmental assessment activities through this grant will lead to the remediation and revitalization of the priority sites, which will stimulate economic development in the target area, through increasing investment accompanied by a corresponding expansion of the tax base, leading to a lower property tax rate, and through increasing employment through new business development. It is likely that most, if not all of the priority sites will seek to do comprehensive energy efficiency improvements as part of their redevelopments. In addition, the City of Belfast has displayed leadership and vision at a state and national level with respect to renewable solar power generation, with three separate solar arrays (including one on its closed landfill) going online in the past 5 years, which now combined offset more than 90% of the City government's electricity usage. City of Belfast personnel, specifically its Economic Development Director and its City Planner, possess deep expertise with regards to the development, financing, and implementation of these renewable energy systems, and are available as a resource to any site owner or developer who wishes to implement such systems in their redevelopment.

**1.c.i. Resources Needed for Site Reuse:** The City of Belfast is eligible for monetary funding from other resources: for assessment, through the Maine Department of Environmental Protection's (MEDEP's) Brownfields Assessment Program; for remediation, through both the MEDEP and the Maine Department of Economic and Community Development's (DECD's) Brownfields Cleanup Subgrant Program; and for redevelopment, through the Economic Development Administration's Public Works Program.

The key funding resources that owners/developers of the aforementioned priority sites would be most likely to seek and secure for use in assessment would be Eastern Maine Development Corporation's Brownfields Assessment Program, and for use in remediation it would be the MEDEP and DECD's Brownfields Revolving Loan Fund Program. The key funding resources that owners/developers of the aforementioned priority sites would be most likely to seek and secure for use in a revitalization strategy would be: 1) the Community Development Financial Institutions Fund's and the Internal Revenue Service's New Markets Tax Credit Program; 2) the United States Treasury Department's and the Internal Revenue Service's Opportunity Zone Program; 3) the Maine Office of Community Development Community Development Block Grant Economic Development Program; and 4) a City of Belfast Tax Increment Financing Credit Enhancement Agreement.

The environmental assessment of brownfield sites, made possible by this EPA Brownfields Assessment Grant, will remove uncertainty with respect to environmental impacts and liabilities, develop a framework for securing funds for remediation, and create momentum towards eventual redevelopment.

**1.c.ii. Use of Existing Infrastructure:** This grant will facilitate the use of existing infrastructure located at the priority sites and within the target area, which include existing streets and roads, and utilities including electric, sewer, water, and fiber optic internet. In addition, three of the priority sites will be able to utilize, and benefit from, additional key pieces of pedestrian-oriented infrastructure: the Penobscot McCrum processing facility will be able to utilize and benefit from the adjacent *Belfast Rail Trail Along the Passagassawaukeag* (and the adjacent *Belfast Armistice Footbridge*, while the former French & Webb Custom Boat Builders facility and the former Consumers Fuel Company garage and marina will be able to utilize and benefit from the *Belfast Harbor Walk* which will run directly through these sites. At the current time there are no identified infrastructure deficiencies that would prevent or hinder the revitalization of any of the priority sites.

## 2. Community Need and Community Engagement

**2.a.i. The Community's Need for Funding:** Both the target area and the community possess smaller populations and higher percentages of a variety of economically-impovertised sensitive populations, when compared to that of Waldo County, the State of Maine, and the United States:

Population or Sensitive Population	Target Area (Census Block Groups 230270430001 and 230270430003)	City of Belfast	Waldo County	State of Maine	United States
<b>Data Source: 2013-2017 American Community Survey 5-Year Estimates</b>					
Population	2,768 (= 0.00086% of the United States)	6,680 (= 0.00208% of the United States)	39,280	1,330,158	321,004,407
Households Receiving Social Security Income	47.73% (= 156.18% of the United States)	39.96% (= 130.76% of the United States)	38.40%	36.00%	30.56%
Adults with Disabilities	18.94% (= 124.11% of the United States)	18.36% (= 120.31% of the United States)	18.77%	18.42%	15.26%
Adults Below the Poverty Level	17.07% (= 132.43% of the United States)	14.08% (= 109.23% of the United States)	13.32%	11.99%	12.89%
Unemployed Adults	10.71% (= 163.51% of the United States)	7.84% (= 119.69% of the United States)	6.49%	5.29%	6.55%

These statistics reveal a small population among whom many possess little or no discretionary income, due to receiving only a fixed income, having limited income earning potential, earning too little income from work, or earning no income from work at all. The target area and the community both have an inability to draw on other initial sources of funding to carry out environmental assessment, remediation, or subsequent redevelopment of the target area, and a demonstration that the City of Belfast truly needs this Brownfields Assessment Grant.

**2.a.ii.(1) Threats to Sensitive Populations - Health or Welfare of Sensitive Populations:** In addition to the previously-identified sensitive populations, the target area also possesses the following sensitive populations in percentages higher than those found in Waldo County, the State of Maine, and the United States:

Sensitive Population	Target Area (Census Block Groups 230270430001 and 230270430003)	Waldo County	State of Maine	United States
<b>Data Source: 2013-2017 American Community Survey 5-Year Estimates</b>				
Elderly (65 years and older)	26.70% (= 179.56% of the United States)	20.27%	18.80%	14.87%
Young Children (younger than 5 years)	6.76% (= 109.39% of the United States)	4.63%	4.84%	6.18%

These sensitive populations are more susceptible to damage from environmental pollutants because they have either underdeveloped or compromised biological systems. Within the target area, there is not only a high prevalence of hazardous building materials containing asbestos, but also a high prevalence of LBP, as the majority (53.26%) of occupied housing units that are located there were built prior to the banning of lead paint in 1978. Remediation of these items will facilitate a reduction of the threat to these sensitive populations.

In addition, brownfields have negatively impacted the welfare of the target area's sensitive populations, by creating blighted areas, inviting vandalism and crime, discouraging adjacent property owners from maintaining or improving their properties, and causing emigration to surrounding communities with lower property tax rates and housing prices. This grant will address or facilitate the identification and reduction of threats to the welfare of many of these aforementioned sensitive populations by complementing and facilitating the remediation and redevelopment plans for the identified priority sites, which will then generate important positive outcomes; for all of the priority sites, their redevelopment would motivate adjacent property owners to maintain or improve their own properties, and for the Penobscot McCrum processing facility, it would help to counteract emigration through the development of new additional housing.

**2.a.ii.(2) Threats to Sensitive Populations - Greater Than Normal Incidence of Disease and Adverse Health Conditions:**

As a high burden of environmental pollution is often borne by these aforementioned sensitive populations, the identified issues and types of contaminants typically found through prior environmental investigations of brownfields located within the target area have exerted a disproportionate impact upon the sensitive populations located there. This is corroborated by data showing that the target area compares unfavorably to the State of Maine and the United States on multiple public health issues, ones that may be associated with exposure to hazardous substances or petroleum:

Statistic	Target Area (using Waldo County, the smallest geographical area for which data is available)	State of Maine	United States
<b>Data Source: Maine Annual Cancer Report 2017</b>			
Incidence of All Cancers (per 100,000)	482.3 (= 110.37% of the United States)	474.6	437.0
Incidence of Lung and Bronchial Cancers (per 100,000)	77.0 (= 131.40% of the United States)	72.1	58.6
<b>Data Source: Waldo County Health Profile 2018</b>			
Current Adult Asthma	11.9% (= 127.96% of the United States)	11.7%	9.3%
Infant Deaths (per 1,000 live births)	8.5 (= 144.07% of the United States)	6.5	5.9

Through additional brownfield assessments, including identification, evaluation, and quantification of environmental contaminants at both the aforementioned priority sites, but also at other brownfield sites within the target area, will likely lead to remediation activities, which will help reduce the potential hazards and health impacts to the identified sensitive populations in the target area, including cancer, asthma, and infant deaths. Furthermore, historic industrial sites, like the brownfield sites in the target area, typically have soil contamination characterized by polycyclic aromatic hydrocarbons (PAHs), petroleum, and heavy metals; studies show that individuals exposed to these types of contaminants over long periods of time can develop cancer and other health impacts.

**2.a.ii.(3) Threats to Sensitive Populations - Economically Impoverished/Disproportionately Impacted Populations:**

Over approximately the past decade, Belfast has suffered from significant layoffs by many of its employers: Moss Inc. (50 jobs in June of 2009, 25 jobs in June of 2010); Prismax (75 jobs in 2008); and most significantly, Bank of America (once Belfast's largest employer, halving its workforce from 1,500 in 2011 to only 750 today). As previously noted, the target area has a number of economically-impooverished sensitive populations in higher percentages compared to Waldo County, the State of Maine, and the United States, who disproportionately share the negative consequences resulting from the presence of brownfields. Specifically, brownfields create a disincentive to making investment in the target area, either in a brownfield or elsewhere within the area, which prevents expansion of the tax base and reduction of the property tax rate; this has a disproportionately negative effect on these economically-impooverished sensitive population groups, particularly those which have fixed incomes, live in poverty, or have reduced or no employment/income opportunities, which makes them especially sensitive to changes in the property tax rate (whether they own or rent their housing). Additionally, brownfields are a disincentive to the attraction of new businesses to, or the expansion of existing businesses within, the target area, as businesses (and their associated jobs) instead locate in greenfields in other communities; this has a disproportionately negative effect on those economically-impooverished sensitive population groups who are unemployed or who are living in poverty and could benefit from any employment or better-paying employment.

This grant will address or facilitate the identification and reduction of threats to these economically-impooverished sensitive populations by complementing and facilitating the remediation and redevelopment plans

of these priority sites and other brownfield sites within Belfast, which will then generate two important positive outcomes within the target area: an increase in investment and an accompanying expansion of the tax base, leading to a lower property tax rate; and an increase in employment through new business development.

**2.b.i. Community Involvement:** The following local community partners will have active, meaningful involvement in this project:

Partner Name and Mission	Point of Contact	Specific Roles in the Project
Belfast Bay Watershed Coalition: to support conservation and stewardship of natural and public resources of the Belfast Bay watershed through research, community-building, and education.	Cloe Chunn (Board Member); cloechunn@gmail.com; (207) 338-1147	Participation on the Brownfields Selection Committee; distribution of community outreach materials to their networks through their various platforms (Facebook, website); hosting a meeting to promote and discuss the program.
Belfast Public Health Nursing: to promote and strengthen the complex health needs of individuals and families through prevention, education, early intervention, and referral.	Susan Dupler (Belfast Public Health Nurse); sdupler@wcegh.org; (207) 505-4940	Assist in presenting and conducting health-related monitoring and education for public meetings.
Our Town Belfast: to grow and sustain Belfast's historic downtown while celebrating its unique cultural heritage.	Zachary Schmesser (Executive Director); director@ourtownbelfast.org; (207) 218-1158	Participation on the Brownfields Selection Committee; distribution of community outreach materials to their networks through their various platforms (downtown business group and retail business group e-mail lists, e-newsletters, Facebook, website).
Waldo Community Action Partners: to utilize and mobilize public and private resources to assist low-income Waldo County residents in the alleviation of poverty and address its underlying causes.	Donna Kelley (President and CEO); dkelley@waldocap.org; (207) 338-6809	Participation on the Brownfields Selection Committee; distribution of community outreach materials to their networks through their various platforms (e-newsletter, Facebook, flyers, website).

These partners have been chosen because their own constituencies/clients include one or more of the target area's identified sensitive populations and/or their own goals are well-aligned with the goals of the EPA's Brownfields Program as well as the redevelopment plans of one or more of the priority brownfield sites. The primary avenue for this active, meaningful involvement will be participation on the City's already-existing Brownfields Selection Committee (all local community partners save for Belfast Public Health Nursing will be performing this role), which decides which brownfields may enter the program and the extent environmental assessment activities to be conducted, and also advises regarding the cleanup and future redevelopment of brownfield sites, priority ones and others.

**2.b.ii. Incorporating Community Input:** The City of Belfast will implement an aggressive, multipronged plan for communicating project progress to the local community that will last throughout the duration of the project. For those who may be unable to speak English or have hearing or reading impairments, the City of Belfast will provide accommodations including, but not limited to: translators, document reading services, and access to assistive technologies such as teletypewriter relay services.

Method	Description
Door-to-Door Visits	The City of Belfast will conduct in-person visits intended to generate conversations with the elderly, disabled, or other groups for whom internet-based communication methods are not effective.
E-Mail and E-Newsletters	Waldo Community Action Partners will utilize their e-newsletter to provide project updates, and Our Town Belfast will utilize both their e-newsletters and their e-mail distribution groups to provide project updates.
Facebook	The City of Belfast, the Belfast Bay Watershed Coalition, Our Town Belfast, and Waldo Community Action Partners will promote and discuss the project through their Facebook pages.
Flyers	Waldo Community Action Partners will distribute flyers to their Housing and Home Repair Network.

Information Repository	The City of Belfast will maintain an extensive repository of project-related documents, both hard copies (available for view during normal business hours) and electronic copies (available for download).
News Releases	The City of Belfast will announce public meetings via news releases in local newspapers including the <i>Bangor Daily News</i> and <i>The Republican Journal</i> .
Program Website	The City of Belfast, the Belfast Bay Watershed Coalition, Our Town Belfast, and Waldo Community Action Partners will allocate portions of their respective websites towards this project, which will be regularly updated with project-related postings.
Public Meetings	The City of Belfast will host at least 10 public meetings, and the Belfast Bay Watershed Coalition will host an additional public meeting; input will be solicited and responses to it will be documented.
Television	Belfast Community Television will produce at least 1 segment discussing details of the Brownfields Assessment Program (which will be made available online), and the local government channel will runs ongoing public service announcements with program information.

### **3. Task Descriptions, Cost Estimates, and Measuring Progress**

#### **3.a. Description of Tasks and Activities:**

Task 1: Cooperative Agreement Oversight: With the new grant funding, the City of Belfast staff will continue where it left off with its successful FY16 Brownfields assessment grant and will conduct programmatic oversight to further develop, organize, and sustain its Brownfields Assessment Program for ultimately redeveloping and revitalizing its underutilized Brownfields sites. Based on a competitive bid process (40 CFR 31.36), the City will select a Qualified Environmental Professional (QEP). The City will also re-establish its Brownfield Site Selection Committee that includes members of City, the selected QEP, MEDEP, and community partners. These initial items will be completed within 3 months of funding award. City staff will attend at least 2 EPA National Brownfields conferences and/or EPA/MEDEP training seminars and will perform general program management and communication with regulatory personnel, community officials, and the public. City staff and the QEP will also prepare performance and financial reports, quarterly reports, and update EPA's Assessment, Cleanup and Redevelopment Exchange System (ACRES) online database during the 3-year grant period and will ensure that requirements of the EPA Cooperative Agreement are met.

Task 2: Community Outreach and Engagement: In accordance with our community engagement plan noted in section 2b above, the City and its QEP will notify residents, adjacent land owners, target community, and community partners of general and/or site-specific public information meetings and assessment schedules; hold public meetings to inform, solicit input on site inventory and selection, educate, and update the target community regarding assessment and redevelopment activities; and prepare public outreach materials. City staff and the QEP will update the City's Brownfields program general informational brochure and develop public service announcements to promote the program. For each Brownfields site, City staff and the QEP will also conduct sites-specific outreach, public meetings, and communications with the community during key milestones in the assessment processes; public meetings will be held after the Phase II assessment activities and following the development of a cleanup and/or reuse/redevelopment plan to present the key findings to the community and property owners. Community outreach will be performed for the duration of the 3-year grant period; the new grant's first public informational meeting is anticipated to be held after QEP selection.

Task 3: Site Selection and Phase I and II Site Assessment Activities: The City has already updated its inventory of potential brownfields and routinely receives calls from site owners, developers, and prospective purchasers about its program on a monthly basis. Up to 4 priority hazardous substance sites and 1 petroleum site have been initially identified. The City and its selected QEP will facilitate and attend meetings with the Site Selection Committee on a quarterly basis and/or when site assessment applications are submitted to the program. Upon approval by the City and its Brownfields Site Selection Committee, the QEP will prepare an EPA Brownfields Assessment Site Eligibility Form for EPA's approval on hazardous substance sites or will request petroleum eligibility determination from MEDEP on petroleum sites. For each selected site, it is anticipated that the QEP will conduct a Phase I ESA in accordance with the ASTM International Standard E1527-13 and EPA's "All Appropriate Inquiry" standards, Site-Specific Quality Assurance Project Plan (QAPP), and a Phase II ESA in accordance with ASTM E1903-11 or equivalent. These reports will consist of a summary of "recognized environmental conditions" (RECs) identified for each site, a list of opinions regarding the site, and recommended follow-up investigations and activities. The completed assessment documents will be submitted

to both EPA and MEDEP for review and approval. The QEP will also prepare and obtain site access agreements for each Brownfields site.

**Task 4: Cleanup and Site Reuse/Redevelopment Planning Activities:** The Phase II ESA data and the proposed site reuse plan will be analyzed and the results will be used to develop an Analysis of Brownfields Cleanup Alternatives (ABCA)/Remedial Action Plan (RAP). The ABCA/RAP will include remedial actions for each identified contaminant that exceeds applicable Maine risk-based cleanup standards. Remedial alternatives will be evaluated in part based on cost, feasibility, and effectiveness in protecting human health and the environment. Based on this analysis, a proposed remediation plan will be developed, considering the specific or potential reuse scenario(s) for the site. The City and its QEP anticipates submitting each site to the MEDEP's Voluntary Response Action Program (VRAP). Concurrently, the QEP and its subcontractors in conjunction with City staff will likely complete reuse planning activities on select sites, particularly priority sites with high redevelopment potential, and the target area. In accordance with the EPA FY19 planning activity fact sheets, planning techniques to be conducted on priority site(s) and the target area will include a Site Reuse Assessment, Infrastructure Evaluation, Site Reuse Vision, Market Study, Evaluation of Market Viability, and Brownfields Revitalization Plan. During these planning activities, City staff will provide support on land use assessments (planning department) and economic development goals (economic development department) that are tied to the City's Comprehensive Plan for the target area. Livability principals, design charettes, potential redeveloper input, and the community's goals for site reuse will also be incorporated into these planning activities.

### **3.b. Cost Estimates and Outputs:**

Budget Categories Hazardous Substances (HS) and Petroleum (Petro) Funding			Task 1: Cooperative Agreement Oversight	Task 2: Community Outreach	Task 3: Phase I and Phase II	Task 4: Cleanup and Site Reuse	Total
Direct Costs	Personnel	HS	\$4,800	\$1,800	\$1,800	\$4,800	\$13,200
		Petro	\$1,200	\$600	\$600	\$1,200	\$3,600
	Fringe Benefits	HS	\$1,200	\$450	\$450	\$1,200	\$3,300
		Petro	\$300	\$150	\$150	\$300	\$900
	Travel	HS	\$4,500	\$250	\$0	\$250	\$5,000
		Petro	\$1,000	\$250	\$0	\$250	\$1,500
	Supplies	HS	\$250	\$500	\$0	\$250	\$1,000
		Petro	\$250	\$250	\$0	\$0	\$500
	Contractual	HS	\$5,000	\$2,500	\$112,500	\$82,500	\$202,500
		Petro	\$1,500	\$1,000	\$28,500	\$37,500	\$68,500
Total Hazardous Substance (HS)			\$15,750	\$5,500	\$114,750	\$89,000	\$225,000
Total Petroleum (Petro)			\$4,250	\$2,250	\$29,250	\$39,250	\$75,000
Total Direct Costs / Budget			\$20,000	\$7,750	\$144,000	\$128,250	\$300,000

**Task 1: Cooperative Agreement Oversight:** For the Hazardous Substance (HS) budget: \$4,800 for City personnel for overseeing the program (160 hours @ \$30/hour), \$1,200 fringe (160 hours @ \$7.50/hour), \$4,500 travel (\$1,500 airfare + \$1,500 hotel + \$1,500 per diem) for 2 City staff to attend an EPA national Brownfields conference, \$250 for supplies (copies, phone calls, contract documents), and \$5,000 contractual for QEP to assist City with cooperative agreement oversight. For the Petroleum (Petro) budget: \$1,200 for City personnel for overseeing the program (40 hours @ \$30/hour), \$300 fringe (40 hours @ \$7.50/hour), \$1,000 travel (\$500 hotel + \$350 per diem + \$150 mileage) for 2 City staff to attend an EPA/MEDEP-training seminar, \$250 for supplies (copies, phone calls, contract documents), and \$1,500 contractual for QEP to assist the City with cooperative agreement oversight. Total HS = \$15,750 & Total Petro = \$4,250; Total Task 1 = \$20,000.

**Task 1 Outputs:** 5 meetings with the Brownfields Selection Committee and the QEP on program oversight; 12 quarterly reports; ACRES input; and subcontracting a QEP for assessments and assistance to the Brownfields Selection Committee. Belfast will provide additional in-kind planning support at no cost to the grant.



Task 2: Community Outreach and Engagement: For the HS budget: \$1,800 for City personnel to conduct public outreach and meetings (60 hours @ \$30/hour), \$450 fringe (60 hours @ \$7.50/hour), \$250 travel to meetings (mileage/tolls), \$500 for supplies (copies, brochures, mailings), and \$2,500 contractual for QEP to assist City on outreach efforts. For the Petro budget: \$600 for City personnel to conduct public outreach and meetings (20 hours @ \$30/hour), \$150 fringe (20 hours @ \$7.50/hour), \$250 travel to meetings (mileage/tolls), \$250 for supplies (copies, brochure, mailings), and \$1,000 contractual for QEP to assist City staff with outreach efforts. Total HS = \$5,500 & Total Petro = \$2,250; Total Task 2 = \$7,750.

Task 2 Outputs: 2 public outreach meetings; up to 3 public outreach deliverables; at least one (1) public service announcement; at least one (1) television segment; up to twelve (12) site eligibility determinations; and an updated site inventory. The City of Belfast will provide additional in-kind economic development support to manage the Brownfields Assessment Program at no cost to the grant.

Task 3: Site Selection and Phase I and II Site Assessment Activities: For the HS budget: \$1,800 for City personnel for site selection and overseeing the assessments (60 hours @ \$30/hour), \$450 fringe (60 hours @ \$7.50/hour), and \$112,500 contractual for QEP to conduct 4 Phase I ESAs (4 @ \$3,750/each = \$15,000) and 3 Phase II ESAs (3 @ \$32,500/each = \$97,500). For the Petro budget includes \$600 for City personnel for site selection and overseeing the assessments (20 hours @ \$30/hour), \$150 fringe (20 hours @ \$7.50/hour), and \$28,500 contractual for QEP to conduct 1 Phase ESA (1 @ \$3,500 = \$3,500) and 1 Phase II ESA (1 @ \$25,000). Total HS = \$114,750 & Total Petro = \$29,250; Total Task 3 = \$144,000.

Task 3 Outputs: Site selection and EPA eligibility determinations for 5 priority sites. 4 Phase I ESAs and 3 Phase II ESAs for hazardous substances sites; 1 Phase I ESA and 1 Phase II ESA for petroleum sites; 4 SSQAPPs; and one public meeting for each Phase II site. Belfast will also provide additional in-kind development support to manage the program at no cost to the grant.

Task 4: Cleanup and Site Reuse/Redevelopment Planning Activities: For the HS budget: \$4,800 for City personnel for cleanup & reuse/redevelopment planning (160 hours @ \$30/hour), \$1,200 fringe (160 hours @ \$7.50/hour), \$250 travel to meetings (mileage/tolls), \$250 for supplies (copies, planning docs, mailings), \$22,500 contractual for QEP to conduct 3 ABCA/RAPs (3 @ \$7,500/each = \$22,500), \$60,000 contractual for QEP & subcontracted planning firm(s) to complete up to 4 EPA-approved planning activity assessments (4 @ \$15,000/each = \$60,000). For the Petro budget: \$1,200 for City personnel for cleanup & reuse/redevelopment planning (40 hours @ \$30/hour), \$300 fringe (40 hours @ \$7.50/hour), \$250 travel to meetings (mileage/tolls), \$7,500 contractual for QEP to conduct 1 ABCA/RAPs (1 @ \$7,500/each = \$7,500), and \$30,000 contractual for QEP & subcontracted planning firm(s) to complete up to 2 EPA-approved planning assessments (2 @ \$15,000/each = \$30,000). Total HS = \$89,000 & Total Petro = \$39,250; Total Task 4 = \$128,250.

Task 4 Outputs: 3 ABCA/RAPs for hazardous substances sites and 1 ABCA/RAPs for petroleum sites, one public meeting for each site (4 total) after completing each ABCA/RAP, and up to 6 EPA-approved Brownfields planning assessments including Site Reuse Assessment, Infrastructure Evaluation, Site Reuse Vision, Market Study, Evaluation of Market Viability, and/or Brownfields Revitalization Plan.

### **3.c. Measuring Environmental Results:**

Consistent with the prior EPA Brownfields Grants awarded to the City, this project will be managed utilizing time-proven techniques to ensure project funds are expended timely and efficiently. The City and its QEP will hold monthly status meetings to review priority sites, schedule, and budget, and will continue using an internal Microsoft Excel spreadsheet for tracking site-specific project deliverables and expenditures for each site entered into the program. ACRES will be utilized for preparing electronic quarterly reports and to monitor project progress. Our overall expected outcomes are to return the selected brownfields and nearby areas impacted by the stigma of perceived proximity to contamination and tangible blight back to economic vitality.

Environmental assessment and remediation of the brownfields will minimize exposure at the sites and adjacent properties and, just as importantly, impacts on the downtown-waterfront target area (Penobscot Bay).

Additional expected outcomes of completing Brownfields site assessment and eventual remediation and redevelopment will be new job creation and increased tax base accompanying the revitalization. Our completion of prepared environmental reports (i.e., Phase I and II Reports, QAPPs, ABCA/RAPs, and reuse/redevelopment planning activities) will document the assessment progress at each site/target area and will also be outputs of the program. Reports will internally tracked and ensured that each is distributed to

stakeholders for comments before finalizing. Sites selected to participate in the Brownfield assessment program either are or will be entered into the MEDEP VRAP program. These outputs include issuance of Phase I & Phase II ESAs to the MEDEP along with the ABCA/RAPs. The number of sites assessed and the particulars of the assessed sites (i.e., acres of site, contaminants found, assessment money spent, leveraged money, etc.) will be tracked via EPA quarterly reports, as well as EPA's ACRES online database. Completing the work described above will help transition these properties to the next step of redevelopment and are directly in-line with City's Downtown-Waterfront Master Plan. These documents and work products will provide the liability protections required to stimulate redevelopment, as tools like the Phase I ESA provide landowner defense provisions under CERCLA, completion of ABCA/RAPs will help determine cleanup costs, and reuse and redevelopment planning activities will provide site evaluations to assist developers with their business plans for successful development of the brownfield sites.

#### **4. Programmatic Capability and Past Performance**

**4.a.i. Organizational Structure:** This project and grant will be directly managed by the current director of the City of Belfast's Brownfields Assessment Program, Belfast Economic Development Director Thomas Kittredge. Mr. Kittredge has secured and managed \$2,600,000 in EPA Brownfields Assessment and Cleanup Grants during his career. He will be supported by the City's Brownfields Selection Committee, which has existed since 2011 when the City of Belfast received its first EPA Brownfields Assessment Grant. Sadie Lloyd, Belfast's City Planner and another member of the Brownfields Selection Committee, would direct the program, were turnover to occur. For legal assistance regarding access agreements, the City will utilize City Attorney William Kelly. Mr. Kelly has a Bachelors of Arts from Tufts University and a Juris Doctor from the New England School of Law, has practiced municipal law since 1990, and is admitted to practice in Maine, The United States District Court, The United States Tax Court, and The Court of Federal Claims.

**4.a.ii. Acquiring Additional Resources:** Additional expertise and resources, such as a QEP to carry out environmental work, will be selected via a fair and competitive process (a request for qualifications/proposals, with interviews) that will meet all relevant state and federal regulations and will be overseen by Mr. Kittredge and members of the Brownfields Selection Committee. Finally, if staff turnover should occur during the course of this project and grant, the City of Belfast has an in-house human resources working group that can efficiently find new staff to maintain momentum within City projects.

**4.b.i.(1) Currently Has or Previously Received an EPA Brownfields Grant - Accomplishments:** The City of Belfast's three current and most recent EPA Brownfields Grants are: 1) a \$200,000 FY13 Brownfields Assessment Grant (hazardous substances; community-wide); 2) a \$200,000 FY14 Brownfields Cleanup Grant (hazardous substances); and 3) a \$400,000 FY16 Brownfields Assessment Grant (hazardous substances and petroleum; community-wide). Through its FY13 and FY16 assessment grants, the City of Belfast has managed and implemented an extraordinarily successful Brownfields Assessment Program, entering a total of 14 sites and completing 16 Phase I ESAs and 8 Phase II ESAs. In addition, cleanup planning including Analyses of Brownfields Cleanup Alternatives (ABCAs) and/or Remedial Action Plans (RAPs) were developed for 6 of these Phase II sites. The City's FY14 Brownfields Cleanup Grant resulted in the cleanup of one site. All of these outputs and outcomes have been accurately reflected in ACRES at the time of this proposal submission. Furthermore, the City of Belfast has received MEDEP VRAP *No Further Action Assurance* or *No Action Assurance* letters for 10 sites, and it also secured a \$50,000 petroleum subgrant from the MEDEP and DECD's Brownfields Cleanup Grant Program, which was used to augment its FY14 Brownfields Cleanup Grant.

**4.b.i.(2) Currently Has or Previously Received an EPA Brownfields Grant - Compliance with Grant Requirements:** As of 12/26/2018, the City's only open grant, its \$400,000 FY16 Brownfields Assessment Grant, has \$88,660.09 in remaining funds (\$311,339.91 has been expended). Through 75% (9 of 12 quarters) of the grant period (10/1/2016-9/30/2019), 77.8% of this grant's funds have been expended, and as the City of Belfast plans to continue its Brownfields Assessment Program and to expend funds at this current rate, the grant will be fully expended in a timely manner by the end of the grant period. The other two grants, its \$200,000 FY13 Brownfields Assessment Grant and its \$200,000 FY14 Brownfields Cleanup Grant, were both closed with no funds remaining. For all of these grants, the City had an approved workplan and cooperative agreement with EPA and maintained full compliance with its schedules, terms, and conditions throughout the grant periods, and all required quarterly and financial status reports and ACRES updates, were completed in a timely manner.